Framework for Action 2000

Building the Ontario Public Service for the Future

Working Together

An Integrated Organization

Ontario

The Cabinet Office

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Ontario

October, 2000

Dear Premier:

This is the fourth report on how members of the Ontario Public Service are working to improve how we serve the public.

The theme of this year's Framework for Action is building a more integrated organization to enable us to improve service to the public of Ontario.

Integration is part of our vision for the OPS of the future – a vision of customer-centred government that provides quality services, that is focused on its core businesses, and is accountable for the results achieved.

Integration is key to customer-centred government because our customers – the public – want single-window access to a range of services that are provided by different ministries and different levels of government.

We have made strides in the right direction. Ontario Government Information Centres, officially launched last year, are becoming increasingly valuable to our customers as sources of information and referral. Speedy and convenient electronic service delivery is expanding through initiatives like Ontario Business Connects. Internally, the Shared Services Bureau is increasing efficiency in the OPS by integrating business support services.

As you will see from reading this Framework, there is much more to come. This Framework highlights how we are moving in the direction of more integrated service delivery, strategic policy and planning. It also shows how members of the OPS have built new processes and formed new working relationships among ministries and with organizations outside the OPS to find more creative solutions to complex issues.

I have come to expect the ingenuity and commitment that are evident in these stories of integration initiatives across the OPS. I am proud to submit this report, and I thank you for your continued support of our efforts.

Sincerely,

Andromache Karakatsanis

Andromache Karakatsanis
Secretary of the Cabinet

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A Message to Members of the OPS

from Andromache Karakatsanis
Secretary of the Cabinet

What does it mean to be a public servant in the 21st century? It means being dedicated to creating new opportunities to improve how we serve the public. It means continuing to pursue new ways of doing business.

With your support and hard work, the OPS has undergone a significant transformation to respond to new challenges and to adapt to a changing environment. The OPS is becoming a more customer-centred organization. We are making progress in ensuring quality services. Focusing on our core businesses, we have developed performance measures to ensure we get results and to help us be more accountable. We are developing a learning culture.

As this Framework for Action shows, we are also working together and becoming a more integrated organization. For example, we are expanding single-window access so that the public can get a range of transactional government services more conveniently and quickly. We are integrating policy and planning because the important public issues we face are complex and require collaborative, cross-sectoral solutions. We are achieving creative synergies by bringing people from different ministries and agencies together through integrated structures and processes. We are working in partnership with other levels of government, the broader public sector, and the private sector.

Building a more integrated organization is part of our vision for the OPS of the 21st century. Last year's Framework for Action showed how we are becoming a learning organization. In 1998, the Framework highlighted how the OPS is improving service quality. Integration builds on both. It involves learning to work together within new structures, processes, and relationships. It involves responding to what we have learned from our customers about services –that they want services delivered how, when and where they want them.

The people involved in the initiatives described in this Framework for Action are gaining experience from which we can all learn. They are breaking down barriers and learning to work together differently. I am sure you will have examples from your own experience to share with colleagues from across the OPS during discussions of this Framework. Those discussions create another opportunity for us to learn and work together. I look forward to your feedback.

1 Working Across

Building an Integrated Organization

Building an integrated organization is one of the cornerstones of our vision to create the Ontario Public Service for the 21st century. The OPS is changing to become more customer-centred, ensuring quality service, focusing on core businesses, and becoming more flexible, results-oriented and integrated.

In this Framework for Action, we focus on the theme of integration. We discuss initiatives that are changing organizational structures and relationships and creating new tools and processes to make the OPS a more integrated organization.

In this section, we discuss what an integrated organization is and why it is important for the OPS. We put integration in the broader context of change. The section that follows provides examples of how the OPS is connecting by:

- integrating policy and planning;
- integrating service delivery;
- integrating structures and processes.

We conclude with some lessons learned, generalized from what many people in the OPS have suggested.

a) What Is An Integrated Organization?

What does it mean to be an integrated organization? The word "integrate" signifies a bringing-together to make a whole. An organization like the OPS, with many diverse businesses, requires the building of many different connections to enable people to work together effectively.

In the eyes of the general public, we are not this ministry or that one. Many people do not distinguish between levels of government either, particularly when it comes to delivery of routine services. As we learn to work across organizational boundaries better, we can make government more understandable, more accessible, and more efficient for the people we serve.

We often picture the OPS as a series of vertical towers (commonly known as the "silos"). An integrated OPS is not just the same towers with walkways between them here and there. An integrated organization is like a structure with interlocking parts. The connections are not decoration; they are not add-ons. The strength of the whole comes from the alignment of each section with the rest, and the support they give each other.

There have always been efforts at coordination, formal and informal, across the OPS – for example, sharing a policy submission with a ministry that has an interest in the issue, or inviting a related ministry to a stakeholder consultation in the field. The integrated organization builds on those efforts and takes them to the next level. For example:

- Partner ministries are involved in the development of cross-cutting policies and programs through a cluster approach.

- Front-line field staff in related sectors operate, where possible, out of the same location and offer customers a common access point for information and referral through Government Information Centres.

- Business supports are provided on an enterprise-wide basis through such mechanisms as the Shared Services Bureau and the OPS-wide Information and Information Technology Strategy.

These and other new ways of working together will gradually become embedded in our organizational culture.

b) Why Do This? What Are the Challenges?

Why does the OPS need to integrate?

- Because people working together can create better solutions. It's often called synergy.
- Because the public expects seamless services, when, where and how they choose. They don't want to have to sort out and coordinate government services themselves. It is up to us to make the connections.
- Because public policy issues are increasingly complex and multi-jurisdictional, and the solutions often do not lie within the authority of a single ministry or even a single level of government.
- Because new technologies offer new opportunities to transform the OPS into an e-government to improve services and increase efficiency and effectiveness of government and we cannot afford to let those opportunities pass.
- Because integration supports the OPS vision of customer-centred government through technology by helping to:
    - make it easier and simpler for the public to get multiple services through single-window access points
    - build a critical mass of cross-sectoral knowledge and expertise for policy-making and program delivery;
    - reduce unnecessary duplication and maximize savings.
- Because integration enables the OPS to deliver on the government's commitment to the people of Ontario to make government work better.

Integration doesn't make everything easier.

- It can make accountability more complex when the normal vertical channels are criss-crossed by multiple reporting requirements.
- It can make service delivery more challenging when so many different arms of government have to be coordinated behind a single window.
- It requires time and effort to change ways of doing business that have been entrenched in the organization for a long time.

c) Are We Unique?

Ontario is just one of many jurisdictions around the world involved in public sector reform. The OPS has been recognized internationally for its improvements in service delivery through single-window, technology-based initiatives such as Ontario Business Connects (OBC) which offers one-step business registration services and Teranet, Ontario's single window for land registration and transfer on-line.

But the world of new delivery options is expanding. The public service organizations against which we benchmark ourselves have embarked on a new generation of reforms.

The Australians, for example, are demonstrating the expandability of single-window technology to provide a whole range of different services through one, easily identifiable and widely distributed interactive network.

In the United Kingdom, they are in the midst of a modernizing government initiative that includes making services more responsive through "joined-up government" and improving service quality, with a focus on citizens' charters that set service standards and performance outcomes.

Closer to home, Service Nova Scotia is a single-window service arm for provincial and municipal services, including land information, assessment, companies, securities and business information.

These are just a few examples to illustrate that we are part of a national and international trend. Governments are seeking better ways to serve and respond to the public, use the power of new technologies, and adopt new business practices.

d) Where Are We Heading?

The OPS is becoming a more customer-centred government. If we are customer-centred, we look at what we do from the point of view of the public, rather than from the perspective of the organization. The needs of the customer become the catalyst for a variety of changes in structures, processes and relationships within the OPS.

We are building on all the work that has been done over the last few years to move the OPS towards its vision. It may be helpful to look at the OPS transformation plan to see how integration is part of a continuum. The steps in transforming the OPS are a continuing process, but we have been making progress.

Each wave of change builds on and supports the next. For example:

- Integration requires the building of new relationships and learning to work together differently. Customer, organizational, team and individual learning is at the heart of our learning organization. (See Framework for Action 1999 – A Learning Organization)

- Integrating service delivery to suit the customer's, rather than the organization's needs, is supported by our ongoing commitment to quality service from an outside-in perspective. (See Framework for Action1998 - A Quality Service Organization)

All the Framework for Action documents are accessible to everyone in the OPS at ***http://intra.gov.on.ca/CFL/opsr/index.htm.***

THE PLAN : *Transforming the Organization While Delivering on the Policy & Fiscal Agenda*

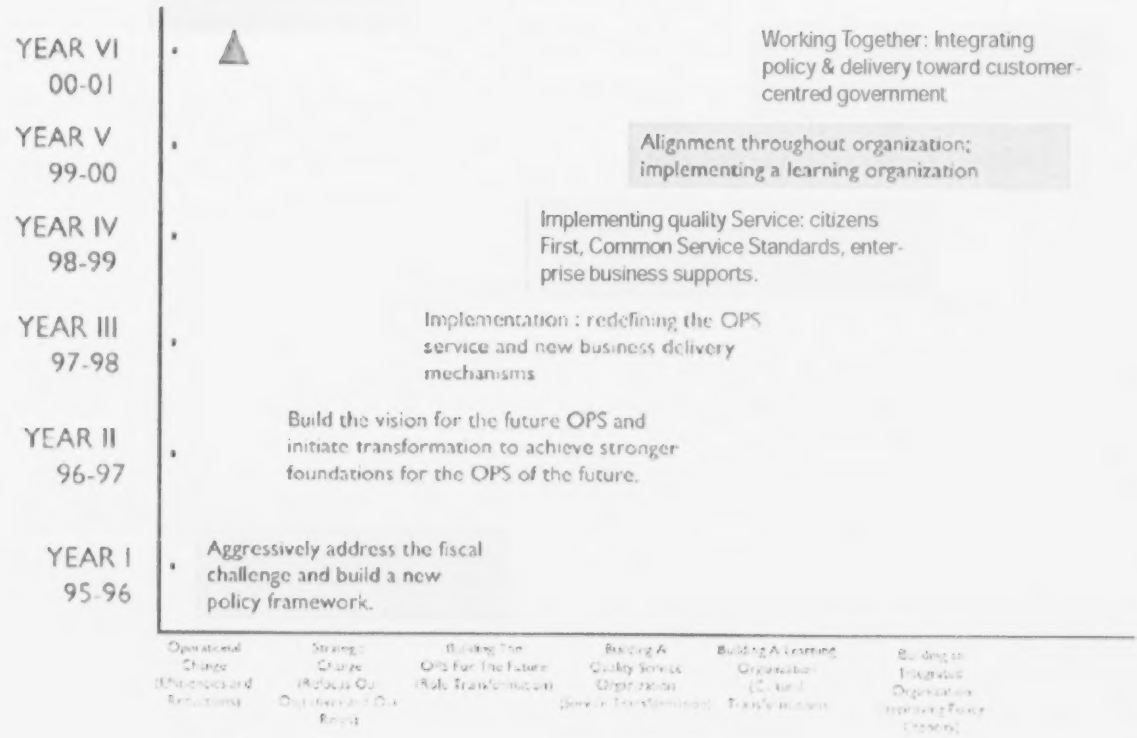
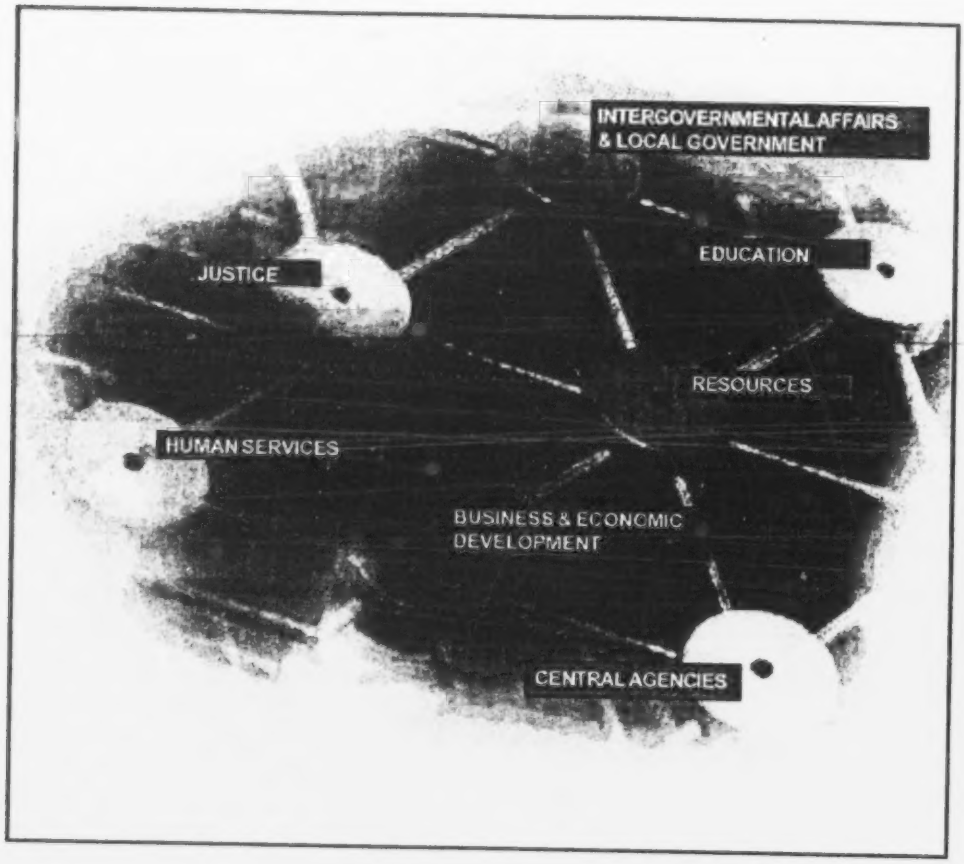

YEAR VI
00-01
Working Together: Integrating policy & delivery toward customer-centred government
YEAR V
99-00
Alignment throughout organization; implementing a learning organization
YEAR IV
98-99
Implementing quality Service: citizens First, Common Service Standards, enterprise business supports.
YEAR III
97-98
Implementation : redefining the OPS service and new business delivery mechanisms
YEAR II
96-97
Build the vision for the future OPS and initiate transformation to achieve stronger foundations for the OPS of the future.
YEAR I
95-96
Aggressively address the fiscal challenge and build a new policy framework.

Figure 1 *> Transforming the OPS While Delivering on the Policy and Fiscal Agenda*

Customer-Based Ministry Clusters

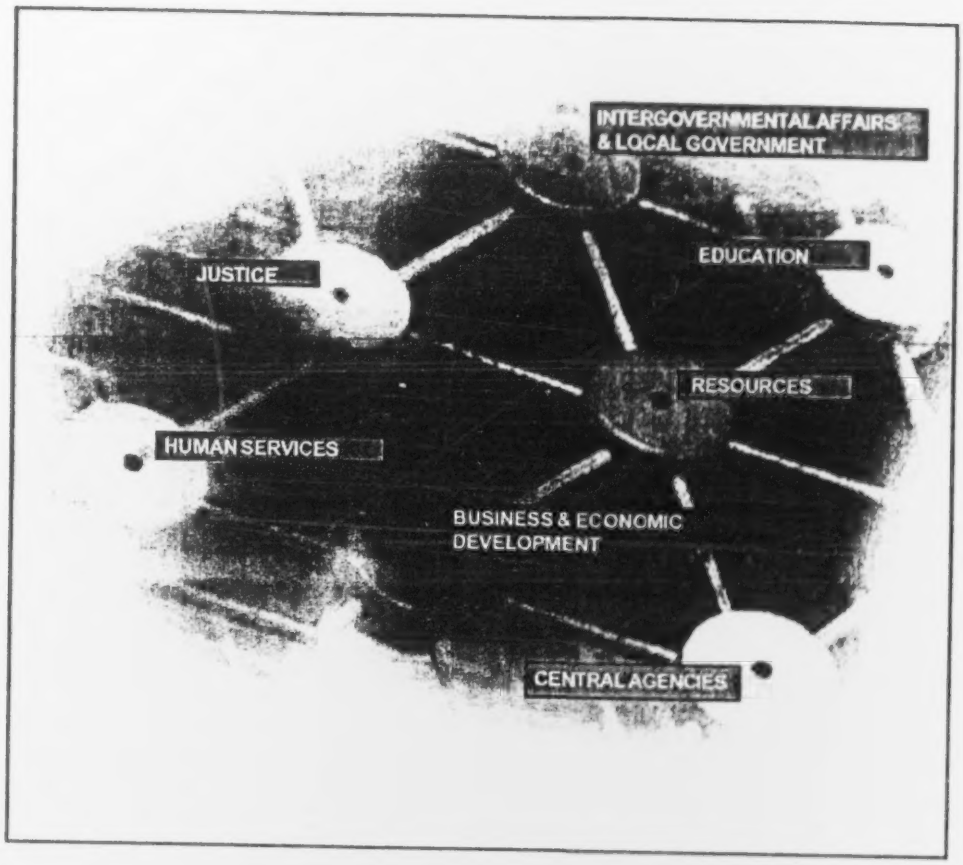


We are putting our primary emphasis on the customer. Ministries have been grouped into customer-based clusters to formalize the collaborative working relationships which can lead to more integrated approaches. Within the clusters, ministries and central agencies share common visions, strategic directions and goals; they share customers and work with related sectors; they have inter-dependent policies and programs; and with their service delivery partners, they constitute a service system.

The main purpose of these clusters is to enable the OPS to achieve the creative synergies and potential efficiencies that can result from working across the organization to improve service delivery, policy, and planning.

It is important to recognize that the clusters are also interdependent. For example, a change in resource policy can have business and economic impacts; intergovernmental agreements can affect education and training; justice, health and social services all have programs that deal with victims of crime. Ministries often work with the same stakeholders and service delivery partners. Major government initiatives like Local Services Realignment, which had significant impact on about a dozen ministries, brought home the need for collaboration that bridges many sectors, not just those within a cluster.

Customer-Based Ministry Clusters



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Customer-Based Ministry Clusters

The following are the clusters and their shared visions:

JUSTICE	*Attorney General* *(and Native Affairs)* *Correctional Services* *Solicitor General*	*safe and secure communities supported by a modern, effective and accesible justice system*
INTERGOVERNMENTAL & LOCAL GOVERNMENT	*Intergovernmental Affairs* *Municipal Affairs & Housing*	*a coherent approach to policy coordination and relationship management with other levels of government*
EDUCATION	*Education* *Training, Colleges & Universities*	*access to high quality education and training to support prosperity, stability and growth*
RESOURCES	*Environment* *Natural Resources*	*protection of the environment, preservation of natural heritage and ensuring Ontario's sustainable development*
BUSINESS & ECONOMIC DEVELOPMENT	*Agriculture, Food & Rural Affairs* *Citizenship, Culture & Recreation* *(and Seniors & Women)* *Consumer & Commercial Relations* *Economic Development & Trade* *Energy, Science & Technology* *Labour* *Northern Development & Mines* *Tourism* *Transportation*	*promoting job creation and economic growth and a fair and competitive marketplace*
HUMAN SERVICES	*Children's Secretariat* *Citizenship, Culture & Recreation* *(and Seniors & Women)* *Community & Social Services* *Francophone Affairs* *Health & Long-Term Care*	*healthy, self-reliant individuals, families and communities with equal opportunities and access*
CENTRAL AGENCIES	*Cabinet Office* *Finance* *Management Board* *SuperBuild*	*supporting strategic policy development, integrated planning, fiscal management and accountability*

Ministries will continue to build linkages across clusters, as well as within. In the next section, we discuss how working across organizational divides is becoming part of how we do business in the OPS.

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2 How We Are Connecting

Connecting can take a number of forms. There is no single solution that will create an integrated organization. There is no one-size-fits-all. The OPS is too large and complex an organization for simple "fixes". Teams of people across the OPS are working together to develop different integrating approaches aimed at making government more customer-focused, whether the customer is a member of the public or a fellow member of the OPS (as in the case of internal business supports).

As with previous Framework for Action documents, this one includes stories from the point of view of people in different ministries and central agencies. They are grouped under the following:

a) Integrating Policy and Planning
b) Integrating Service Delivery
c) Integrating Structures and Processes.

These are all change processes. They involve creating new processes and sometimes new structures or mechanisms. They all require building new working relationships so that we can develop shared solutions.

a) Integrating Policy and Planning

New processes are being established to integrate cross-cutting policy development and planning on a cluster basis. The customer-based clusters that group ministries and central agencies by common vision, shared customers, and interdependent policies and programs are coordinating their business planning as part of a new Integrated Planning Framework being introduced for the 2001-02 fiscal year.

Last year, ministries identified key issues and initiatives that had policy implications. That information is being used to:

- help determine the mandate of policy committees;
- help set the policy agenda;
- identify linkages across policy initiatives and sectors;
- help shape themes for the government's communications strategy; and
- support the analysis of the annual business plan proposals.

The new Integrated Planning Framework brings ministry planning for policy, legislative, capital, and communications requirements into a common cycle with business planning and allocations for financial decision-making. The purpose of this integration is to:

- highlight the activities ministries are undertaking in order to achieve the government's priorities and agenda;
- allow for earlier, more strategic overview of the primary fiscal, policy, capital, and communications issues and pressures facing ministries and/or clusters;
- increase the government's capacity to develop solutions and strategies across and among ministries, particularly within clusters;
- streamline instructions from central agencies and facilitate the effective sequencing of policy and resource decisions and the subsequent communications plans; and support implementation of program review and the balanced budget strategy.

Ministries are also developing ways to integrate strategic policy, planning, research, and knowledge management within their clusters and, in some cases, between clusters. Because all the clusters are different, they are working out their own ways of meeting this challenge. Integration can be achieved by creating structures that bring a diverse group of people to the table, expanding information-sharing networks, and/or initiating cross-sectoral processes or mechanisms. Three examples of cluster-based approaches are described briefly below.

Cluster-Based Approaches to Strategic Policy

One of the key challenges for Ontario's health and social service systems is how to recruit and retain the skilled and experienced people needed to provide services on the front lines – in hospitals, homes for aged, children's treatment centres and long-term care programs.

That is why labour force issues have been identified as a strategic policy priority for human services ministries by the Social Policy Deputies' Committee. The Committee decided to target a selective list of key issues for collaboration.

"You can't separate health from social services in this area," said Mary Beth Valentine, Director of Program Policy in the Ministry of Health and Long-Term Care. "For example, there are nurses working in both health and social service institutions, facilities and agencies. Issues of competitive wages, training and working conditions that affect the labour market in one sector have an impact on the other as well."

Ministries involved in the strategic policy development team include Health and Long-Term Care, Community and Social Services, Training, Colleges and Universities, and Citizenship, Culture and Recreation, which has responsibilities for disability issues and includes the Ontario Seniors' Secretariat.

"One of the major drivers of demand for services is our aging society," said Valentine. "It is also a factor in the workforce. Many highly trained professionals are retiring in the next few years."

"Working together allows us to pool our knowledge and policy expertise," she said. "We are looking at both the short and the longer term. For example, we are examining how best to attract and retain people with the skills we need currently in this province, and evaluating some of the initiatives we have underway. For the longer term, we are tackling what we should be doing now to develop the skilled workforce for the future."

For the Business and Economic Development Cluster, a strategic policy secretariat is being designed. There are nine ministries in the Business and Economic Development cluster. The cluster is a sub-set of the 19 ministries on the Business Climate Deputies' Committee, which has a major role in shaping the work. A Steering Committee of three Deputies from the Ministries of Economic Development and Trade (MEDT), Finance, and Training, Colleges and Universities has undertaken to develop a workplan for the secretariat.

"That tells you a lot about our challenge. This policy area is very broad and complex. At the moment, there is no mechanism for pulling together the expertise and knowledge that resides in many different places in the OPS to tackle complex, cross-sectoral issues or horizontal policy," said Angela Faienza, Manager of Corporate Projects at MEDT.

"The role of the secretariat will be to come to grips with the strategic interplay among policy areas, whether it's access to capital, business sector development, workforce skills, or other aspects of economic policy. The Secretariat will not take over or replace ministry policy work or functions. It will help to address gaps in our ability to develop more connected and integrated policy approaches and cross-cutting strategies across ministries," she said.

In the Justice Cluster, the three ministries – Attorney General, Solicitor General and Correctional Services – have been working more closely together to coordinate various aspects of the justice agenda.

The Integrated Justice Project has involved people from across the justice sector – including the judiciary, Crown Attorneys, police, courts administrators, correctional facilities, probation and parole – to re-engineer business processes and develop a secure electronic information-sharing network.

Victims' services are an example of an area where the different arms of the justice sector are collaborating on a common action plan with each other and with other sectors, such as health and social services, involved in providing supports to victims of crime.

"We have gained considerable experience in the justice sector with joint policy and business planning. We have drawn up a road map to take us further along in that direction, in particular formalizing some of the mechanisms that have evolved more informally," said Stephen Rhodes, Director, Business and Fiscal Planning, Business Policy and Planning Division in the Ministry of the Attorney General.

An important building block is supporting the people who do strategic policy and business planning. "Part of our strategy will be the development of common core competencies and shared training; regular, formalized cross-ministry staff meetings; and staff rotation among policy and business planning branches to give them a hands-on sector-wide perspective," said Todd Kilpatrick, Manager, Corporate Policy for the Ministries of Correctional Services and Solicitor General.

Improving OPS Policy Capacity

An OPS-wide initiative to improve policy capacity is looking at common challenges in policy development across government.

Public policy-making is, and has always been, a core business of government. But policy issues are becoming more complicated and more cross-jurisdictional. There is more information out there in cyberspace and more knowledge to tap into, but it is a challenge to find it, manage it, and share it, so that it can be useful for policy development.

It doesn't matter whether it's economic policy or social policy or resource policy – there are common challenges. How can we be better prepared for issues that are just emerging? How can we get the most current information and the most creative advice? How best do we develop and present options to support good decision-making? What skills and knowledge do we need that we don't have?

Those are the kinds of questions that are being explored by a new initiative, co-led by the Ministry of Community and Social Services (MCSS) and Cabinet Office, to improve policy capacity throughout the OPS. In a variety of ways, many different ministries have been working to renew and revitalize their policy activities. MCSS has developed a staff-driven, action-plan model that is being adapted for the OPS-wide policy capacity initiative.

MCSS started with a study, called *Investing in Policy*, that assessed the ministry against several criteria, including capacity to manage policy and create knowledge. It looked at other jurisdictions. It then involved staff in focus groups and interviews to confirm the validity of the findings and identify key areas for action.

"Our staff identified a number of things that needed improving, such as tools and supports, access to timely information, linkages to the research community, and better means of addressing cross-cutting policy questions," said Pam Bryant, Assistant Deputy Minister, Policy and Organization Renewal at MCSS.

Policy Matters!

Making the investment

MCSS developed an action plan, called *Policy Matters!*, and formed five action teams to make it happen. More than 60 staff are involved – about one-quarter of the policy community at MCSS – in team activities. "We are already regarded as being good at designing programs. We want to be recognized as a leader in public policy development as it affects increasingly complex, cross-cutting social issues," said Bryant. As one of its first moves to build its policy capacity MCSS has undertaken a pilot outreach initiative and offered short term policy assignments to nine recent graduates of the Queen's University School of Policy Studies. If successful this type of outreach will be incorporated into MCSS's comprehensive human resources plan to help build tomorrow's workforce today.

Former MCSS Deputy Minister Kevin Costante was a strong promoter of the vision and the work of *Policy Matters!* The MCSS work will be further promoted under the leadership of the new Deputy Minister, John Fleming. In his new job, Kevin will continue co-chairing the OPS Action Plan on Policy Capacity with Tony Dean, Deputy Minister and Associate Secretary of Cabinet, Policy. This corporate initiative is built on the work of MCSS. Three OPS teams, with staff from all ministries, are starting work on such issues as:

- quality standards and measures; successful practices in building consensus around policy ideas and proposals (policy product team);
- core competencies; common/cluster training needs; recruitment, renewal and recognition (policy professional team); and
- working across ministries to obtain core data; working with external organizations and stakeholders to enhance research and analytic capability (good policy analysis team).

"If the OPS-wide process is anything like the one at MCSS, it will unlock resources in the form of knowledge and tools that can be shared," said Karen Slawner, a senior business and policy analyst with Ontario Works who is on secondment with the Office of Policy and Organization Renewal at MCSS.

The story that follows next is about partnerships and planning in the field. The partnership-based water management strategy that has been adopted for the Madawaska River is being used as a template for development of integrated plans for watersheds in other parts of Ontario, and in other provinces.

Shared Solutions for Multiple Diverse Interests

The Madawaska River is used in many different ways. It is used to generate electrical power. It is used for fishing, swimming, white-water rafting, and kayaking. It is home to a variety of fish and wildlife. It is a place of refuge for cottagers, and a place of business for resort owners and tourism operators.

The one thing that all these uses have in common is the need for water. When a stretch of the Madawaska was drained dry a few years ago, there were serious consequences for all the users. Fish spawning grounds were destroyed. Docks were left high and dry. There was mud and rock where there was supposed to be cool blue water.

The furore was intense. Ray Bonenberg and his staff decided to seize the moment. The District Manager for the Ministry of Natural Resources (MNR) in Pembroke, Bonenberg used this event as a catalyst for development of an integrated strategy to manage water flows on the Madawaska that would respect the many and varied uses of the river.

The reason for the sudden dry spell on the Madawaska, which starts in Algonquin Park and joins the Ottawa River at Arnprior, was to meet the electricity needs down south. Ontario Power Generation (OPG), formerly Ontario Hydro, has seven dams on the river, five of which produce electricity. OPG estimates the power generated on the Madawaska to be worth about $45 million in gross revenues annually.

"Generating power is a legitimate use of the river," said Bonenberg. "But other uses are important too – like fish and wildlife, recreational interests, and economic development. We had to work out a way of recognizing and being more sensitive to those different needs."

MNR has 11 dams on the river, with another five on tributaries, which are used for flood control and recreational benefits. It also has responsibilities for fish and wildlife management, like increasing the population of walleye in the river. The first challenge was to develop a closer working relationship between MNR and OPG to get a process started that would involve all the parties.

"We had worked together in the past, but it was always an ad hoc, band-aid approach," said Joan Eaton, Manager of the Water Resources Division, Hydroelectric, for OPG. "Ray brought everyone together, including the public, to do a comprehensive review."

The collaborative review that was launched by MNR and OPG involved a Public Advisory Committee and included public consultations and focus groups. The result, after two years of work, was agreement on an integrated approach to information collection, communications, and water management. A report was released in March, 2000.

"It took some time to get the process off the ground, but we didn't give up," said Bonenberg. "Partnership-building requires perseverance. You also have to create trust, which doesn't come easily. We have come to understand each other's businesses better. Perhaps the most important outcome is the relationships that have been built. Those relationships will continue long after this particular plan is completed."

"We have learned to count on each other to do what we say we will do," said Eaton. "Trust has been built on both sides."

The relationships have already been tested. In 1999, dry weather caused another drainage problem – a lake that acts as a reservoir and had always refilled in the spring didn't. "We didn't blame each other," said Bonenberg. "We faced the public together. We had followed our management plan, but for the first time in 51 years, the rain didn't come. People were upset, but they respected the fact that we were up-front about what happened and we did not pass the buck."

"This collaboration has been a win-win for everyone. Now, if we could just get the weather to cooperate ..." ☺

b) Integrating Service Delivery

The OPS has been improving service delivery to respond to the needs and expectations of our customers for timely and more convenient services. One of the major enablers of change is the introduction of technology, which is cutting service response times down from weeks to minutes (e.g. registration of a new business with Ontario Business Connects now takes minutes instead of weeks). The 57 Government Information Centres, where staff are providing information and referrals on a variety of ministry programs in communities around Ontario, are another example.

In the next phase of our process of improvement, we are integrating service delivery in a number of different ways, including:

- consolidating services and staff where practical;
- strengthening delivery partnerships within and outside the OPS;
- increasing use of technology, moving to the next generation of electronic solutions;
- developing cross-ministry supports for common functions.

The stories below illustrate at least one and usually two or more of the above.

Four key service delivery functions from ministries and central agencies have been consolidated in the Ministry of Consumer and Commercial Relations (MCCR). The ministry has the lead on behalf of government to build new partnerships and adopt new technologies to integrate service delivery of routine transactional services.

At the Ministry of Consumer and Commercial Relations (MCCR), they are putting themselves in the customer's shoes – and seeing where it takes them.

On behalf of the Ontario government, the ministry has assumed an expanded mandate to:

- provide individuals and businesses with greater choice in how, when and where they access routine, high-demand government services and products; and
- develop and manage an adaptive, cost-effective, customer-centred service delivery system to serve the transaction-processing needs of ministries.

The driver for change is what is best for the customer.

In a realignment designed to create a new integrated service delivery arm for the OPS, the ministry became home to:

- ServiceOntario, which has been developing ways to improve transactional services to individuals electronically and at counters
- Government Information Centres, which are providing over-the-counter information at 57 locations around the province
- Access and Inquiry Services, which handles citizens' inquiries by phone and e-mail (Info-Go)
- Publications Ontario, which includes the government walk-in and on-line (POOL) bookstores.

Ontario Business Connects, which has more than 130 electronic workstations around the province and now offers one-stop business registration services through the internet, was already at MCCR. The ministry also has land information services, which are being automated by Teranet, an electronic services company that is co-owned by the government and the private sector.

What all this means is that a critical mass of delivery tools and channels is now being integrated at MCCR. "This will allow us to become the gateway for a range of services – not just those that originate in this ministry, but routine transactional services from across the OPS," said Paavo Kivisto, Assistant Deputy Minister of Integrated Services Delivery.

The ministry is designing a new Integrated Services Delivery Division that will provide the leadership and management strategy, in partnership with ministries, for this new integrated service delivery network.

"The challenge is not what you put in the new organization. It's how you work between the boxes to respect the integrity and independence of programs, while providing an integrated and seamless delivery system that gives the customer the choice of accessing many services and products by telephone, public access terminals, internet, mail and over-the-counter," said Stephanie Merrin, Project Lead for Service Delivery Transformation.

Information technology provides an increasingly popular way for customers to access high-demand, routine government services, and Ontario's integrated service delivery strategy will include expanded electronic access to services.

The service delivery strategy also recognizes that sometimes people have to visit a government office, with proof of identification, for example. As well, there are Ontarians who need staff assistance to help them get a certain service. "The Government Information Centres will continue to be one of the channels of choice," said Andrew Mellor in Guelph, the Regional Lead in Southwestern Ontario. "The exciting thing is that we are working across the OPS and with other levels of government."

Art Daniels, Assistant Deputy Minister in the OPS Restructuring Secretariat, Cabinet Office, is working with the transformation team. "Put yourself in our customers' shoes. People often don't know and generally don't care which branch of government provides a service. Why should they? With integrated service delivery, they won't have to figure out where to go for routine services. They'll just open one door – Ontario's new front door."

Building the Bridge To Better Public Protection

Inspections, investigations and enforcement are functions that cross many different ministry lines. There are conservation officers in the Ministry of Natural Resources, food inspectors in the Ministry of Agriculture, Food and Rural Affairs, employment standards and health and safety officers in the Ministry of Labour, to name but a few. This function is the subject of a change management project that will result in a number of tools and products that staff across the OPS will be able to use.

One of the most important and most visible roles played by Ontario public servants is that of protection of the public through inspections, investigations and enforcement of the laws and regulations of this province.

Provincial officers are entrusted with the job of ensuring compliance with the rules that government has established in a number of different areas of our daily lives, including safety in the workplace, vehicle safety on the road, protection of our environment and natural resources, and protection of individuals in health and social service institutions.

There are more than 5,000 people in 13 ministries engaged in inspections, investigations and enforcement. For the first time, the OPS is working on a government-wide approach to making improvements to the system. The effort is being spearheaded by the Inspections, Investigations and Enforcement Secretariat, a small and time-limited unit, based in the Ministry of Labour, with staff seconded from a number of ministries.

The six ministries that are most heavily involved in inspections, investigations and enforcement are the Ministries of Consumer and Commercial Relations, Environment, Finance, Labour, Natural Resources, and Transportation.

The Secretariat was created as the result of a 1999 study that found a number of improvements could be made to these services. For example, the study noted opportunities for the sharing of data and best practices and for common skills training in areas such as investigative techniques and mediation.

In addition to a small core staff, the Secretariat is using the talents and experience of about 60 staff to work on teams that are exploring opportunities for improvement. "From the start of this process, we have sought buy-in from staff in the field," said Helle Tosine, Director of the Secretariat. "These folks are passionate about their work, whether they inspect foster homes to protect our children or monitor fish catches to preserve our natural resources, or check truck tires to keep our highways safe. If they contribute their ideas and if they see the value of change, we will have a better chance of success."

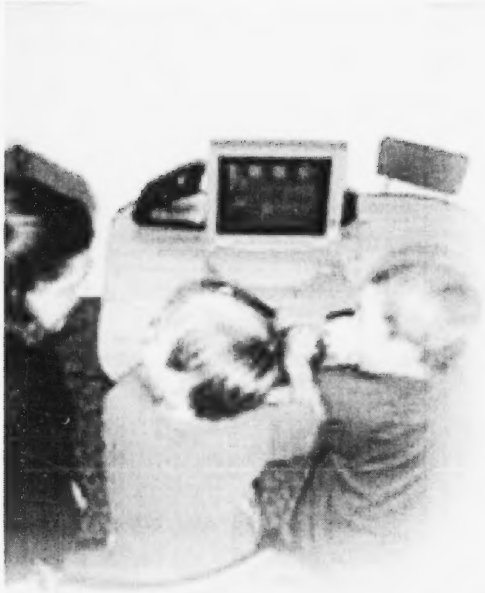
Ian Kentell, an enforcement coordinator with the Ministry of Transportation, based in Ottawa, is working with the risk management team. "Our programs don't look similar. But we are finding the common ground. We are comparing *how* we do our jobs and how we can do them better."

"A lot of us do risk assessment on a daily basis when we assign staff to likely problem areas," said Ed Gill, seconded from the Ministry of the Environment, to be Assistant Director of the Inspections, Investigations and Enforcement Secretariat. "Our risk management team is developing more formalized models, merging ideas and adapting what has worked elsewhere. What we come up with should help us use our resources better."

Another team, involving eight ministries and the Ontario Provincial Police, is developing a training course that will be piloted this fall. "Better trained inspection, investigation and enforcement officers would obviously be more effective from the client's point of view," says Steve Bowcott, from the Ministry of Natural Resources, who is leading the learning team, "and better training enables staff to enhance their performance and provides more career development opportunities."

The quality service team is developing proposals for fostering a quality service culture, standards such as common timelines for response to complaints and completion of inspection reports, a common code of conduct, and common notification processes. There are potential benefits for regulated industries, as well. "If we can integrate our data systems, companies won't have to give us the same information over and over," said Denis Gertler, seconded from Ministry of the Attorney General, who leads the data integration part of the project.

"We call this whole process 'building the bridge'," said Tosine, "because all the areas we are working on will bridge us to our ultimate goal of better public protection through more consistent, integrated, flexible and coordinated services."



A new Integrated Services for Children Division, accountable to both the Ministry of Community and Social Services (MCSS) and the Ministry of Health and Long-Term Care, is now a reality. It combines the former Children and Family Services Division and the Office of Integrated Services for Children.

The Division was created to help meet the government's commitment to integrate services for children by consolidating the approach to policy development and program planning for children and families, between the two ministries. In addition, the Division will collaborate with other ministries involved in services to children and families, including the Ministries of Education; Citizenship, Culture and Recreation; Attorney General; Solicitor General; Correctional Services and the Children's Secretariat. The new Division will also build on the considerable work that has been done in communities to support service integration.

Cynthia Lees is the Assistant Deputy Minister of the new Division. She is also the Chair of the Assistant Deputy Ministers' Committee that provides strategic direction for the Integrated Services for Northern Children program, which has been operating for more than a decade to serve the needs of children experiencing complex problems in rural and remote communities across Northern Ontario.

"Integration is a process of changing the relationships of all those who work with children and families. It's about changing attitudes and behaviour and above all building relationships," said Lees. "The Integrated Services for Northern Children program has demonstrated that there is another way to do business which builds relationships across ministry and agency boundaries. This is a very successful

model that demonstrates how integrated delivery systems can work. We will be using what we have learned about integration – what it takes to create and sustain integrated systems – from experience with this program."

"Parents want services for their children that are accessible, flexible, timely and that encourage their participation in building more integrated service delivery in their communities. The new division will help to realize their wishes."

Meeting the Needs of Shared Clients Better

The purpose of Integrated Services for Northern Children is to serve children with multiple needs in rural and remote communities – through interministerial, inter-agency, and inter-disciplinary collaboration. This unique program has managed to overcome the traditional barriers among health, social services and education to deliver a seamless range of services to children and families where they live, in their homes and schools.

The Integrated Services for Northern Children program has been recognized internationally, by the Organization for Economic Co-operation and Development (OECD), as a comprehensive model of effective service delivery for children and families in rural communities. Since its inception in 1989, it has served more than 14,500 children with multiple needs in small communities across Northern Ontario.

The ministry partners are Community and Social Services (MCSS), Health and Long-Term Care, Education, and Northern Development and Mines, which participates because of its interest in northern issues and its presence across the north.

The program was created to meet the challenges of service delivery in remote northern communities, including:

- distance – most of the specialized services for children are located in the cities;
- a chronic shortage of professionals to provide services, which continues today;
- the organization of programs into their separate "silos" in the sectors of health, social services and education.

The program meets those challenges by:

- bringing service professionals to the families in their communities;
- making the best use of scarce professional resources through a team approach that eliminates duplication and allows people to do what they are trained to do best; and pooling ministry funding for the program, sharing management responsibility, and supporting cross-agency collaboration in communities.

The program has six sites in Kenora, Thunder Bay, Sault Ste. Marie, Sudbury, North Bay and Timmins. Each site has a program manager, a team of professionals including psychologists, speech/language pathologists, physiotherapists and others, and a site management committee that brings together the local sponsoring organizations who manage day-to-day operations.

There is an integrated network of case managers in satellite locations in rural and remote communities. The case managers coordinate the delivery of a range of services by a mobile team of professionals and paraprofessionals, who can provide some services under professional supervision. The case managers act as the family's link to the rest of the system. "We spend a lot of time on the phone and on the road," said Derek Tutt, the Case Manager in Sundridge. "Whatever the challenge is, we try to work it out. We do a lot of mediating for the parents."

Evaluation has been built into the program, including regular monitoring and information tracking, independent site reviews, annual reporting, and global evaluation. Monitoring includes surveying parent satisfaction, which has been consistently good to excellent.

Monique Legault is the program's lead coordinator, based in North Bay. "It's difficult to convey what this program is about in a few words. But I would say that sharing of power is key. No one can make unilateral decisions. Our services are holistic – we serve the "whole" child – and so is our structure. There is shared accountability at the local and at the ministry level."

According to Legault, maintaining cross-sectoral partnerships is hard work, but the results for the families are well worth the effort. Collaboration can also provide enriching experience for staff. "Our staff remain linked into their different worlds – education, health, social services – and they bring their expertise and unique perspective from those sectors to our program. We learn from each other."

c) Integrating Structures and Processes

There are different types of integrating structures and processes being created in the OPS. The Shared Services Bureau is providing integrated business support services to ministries. The Workforce Information Network (WIN) has been launched across the OPS, and an Integrated Financial Information System (IFIS) is on the way, both of which will become part of the Shared Services Bureau.

Information management and technology are being integrated across the OPS and are playing a key role in enabling and driving business integration. There is an OPS-wide strategy to develop common infrastructure, standards, and policies for information and information technology. Electronic tools are being adapted to transform service delivery and service management. A new accountability structure has been put in place. Ministries are clustered for information and information technology purposes, with dual reporting responsibilities of cluster CIO's to their cluster Deputies and to the Corporate Chief Information Officer (CIO) in Management Board Secretariat (MBS).

Joan McCalla, Corporate Chief Strategist in the Office of the Corporate CIO, says that the Information and Information Technology Strategy is about ensuring the OPS becomes an "e-government"-applying the benefits of information management and technology to everything the government does. "Integration is both a driver of change and an outcome. It is a driver because our customers don't want to have to sort out which ministry provides the routine services they want. Technology allows us to integrate program delivery systems behind a single window for services, which is the outcome our customers want."

In achieving integration through information technology, you don't have to bring everything together in one massive database, said McCalla. "It is not necessary, nor is it necessarily desirable. Technology allows different systems to connect into a front end, without consolidating the systems or the data."

Harnessing this transformational tool to serve the public better is a challenge. Government is not unique. "The private sector is finding it just as difficult as we are", said McCalla. "Large corporations like the banks used to have separate processes for different types of transactions, from buying an investment certificate to renting a safety deposit box. They had to redesign themselves to be able to integrate transactions for a single customer."

Beyond the transactional stage, said McCalla, there are enormous opportunities to apply technology in an area such as lifelong learning, "I and IT is opening up the realm of the possible."

Some of the integrating structures and processes in the OPS are opening up channels of communication and collaboration in different ways – like the regional interministerial networks described next.

When it comes down to it, working across a big organization that operates all over the province of Ontario is about relationship-building.

That's why OPSers in the field have been getting together at the local level – as far back as anyone can remember, according to Vic Pakalnis – to talk about joint issues, share information, and generally keep each other in the loop about what's going on in their respective ministries.

What has changed in recent years is that an organized structure has been developed for those interministerial relationships – a three-tiered, multi-branched, interlocking network that includes:

- the Regional Interministerial Chairs' Forum, which is currently chaired by Vic Pakalnis, Eastern Regional Director for the Ministry of Labour in Ottawa;
- four Regional Directors' Councils for Western, Eastern, Central and Northern (which is called the Northern Executive Council) Ontario; and
- a network of local interministerial committees.

The impetus for this network of networks came from the field. "In 1996, a group of us assembled to develop a structure for regional interministerial relationships," said Pakalnis. "Peter Jackson from London was our first Chair. We had to figure out our role, set geographic boundaries, and get the structures up and running. As it turned out, our timing was right on. The regional councils have been able to take the lead on implementation of some major initiatives, like regional restructuring and the Government Information Centres. We're really proud of our role there."

As relationships and processes have become more formalized, the Chairs' Forum and the Regional Directors' Councils have started doing annual Business Plans, and setting priorities through regular sessions with the Secretary of Cabinet, and consultations with Deputies' Council and other OPS-wide forums.

The regional network supports the corporate change agenda; enhances delivery of services in the regions; and implements cost-effective and value-added interministerial services. For example, the regional councils sponsor Quality Service Fairs, Executive Dialogues, Inter-Ministry Learning Opportunity Programs, and annual conferences for administrative and support staff. "We bring the regional perspective to the centre, and we also use our networks to flow information to senior managers in the field, and share issues, opportunities and learning," said Pakalnis.

"Our greatest strength comes from the hundreds of OPS staff across Ontario who are involved in local interministerial committees," said Jack McFadden, Chair of the Northern Executive Council and Director of the Aviation and Forest Fire Management Branch for the Ministry of Natural Resources (MNR) in Sault Ste. Marie. For example, in Northern Ontario, there are local senior management committees in North Bay, Sudbury, Timmins, Thunder Bay and Sault St. Marie.

"The staff across the province who participate in these committees all have busy jobs and contribute to the interministerial agenda in addition to their regular ministry-specific responsibilities," said McFadden. "They do it because they are committed to working together to improve delivery of services to the public."

This year, the Northern Executive Council has pooled resources to hire a coordinator for its interministerial activities. Jake VanderWal came from the Ministry of the Environment in Thunder Bay, where his federal-provincial Lake Superior Program Office had received an Institute of Public Administration of Canada innovative management award for its partnership-building. He is paid through MNR and works out of offices provided by the local interministerial chair, who is in Municipal Affairs and Housing. "I am a walking demonstration of interministerial cooperation," said VanderWal.

"One of my key functions is communications. Working in an integrated way is all about people and their relationships. We have to stay connected because we are all part of the interministerial agenda," said VanderWal. "We use e-mail and telephone, but it's really important to actually get together in person too. North of the French River, with huge distances between communities, it's more difficult. But we have to do it to maintain those relationships."

VanderWal will be coordinating and promoting connections between levels of government, as well as across the OPS. "We are planning an OPS managers' forum which we hope will interest federal and municipal government people so that we can discuss bridging jurisdictional barriers with them."

Agency Sector Coordination

Ontario's regulatory and adjudicative agencies receive applications or appeals, hold hearings, and make decisions to resolve disputes or to regulate economic activities. With the support of the Agency Sector Coordination Unit in the OPS, agencies are making sector-wide improvements in how they deliver services.

"We believe that the most effectively expended energy is working with others to achieve a common set of goals," said Richard Prial, Executive Lead of the Agency Sector Coordination Unit.

The Agency Sector Coordination Unit in Management Board Secretariat is working with Ontario's regulatory and adjudicative agencies and ministries across the OPS to help create a more accountable, effective and efficient administrative justice system that delivers quality service.

The Agency Reform Commission, in its 1998 report, *Everyday Justice*, urged a systematic and integrated approach to making administrative justice procedures more consistent, less complicated, more understandable and more efficient for the more than 125,000 people who are served by the agency sector every year.

The Agency Sector Coordination Unit was established in the fall of 1999 to enable implementation of the Commission's recommendations across a sector of 53 regulatory and adjudicative agencies, which have about 2,400 staff and 1,300 appointees.

"There is no way we could accomplish all our goals ourselves," said Prial of the five-person unit. "We have recruited 65 to 70 people from across the agency sector to participate in working groups. Our agency and ministry partners are the major force for creating the results we are trying to achieve. I call it the human multiplier effect."

Each of the coordinated working groups has deliverables, which include:

- core competencies for appointees;
- orientation and training for appointees and agency staff;
- a framework for managing appointee performance;
- a model code of conduct and a model complaints process;
- a new interactive website.

An Agency Sector Council gives advice and direction on the shape and content of the initiatives underway. The Council includes ADMs, agency Chairs, and CEOs who meet monthly.

On the surface, regulatory and adjudicative agencies look very different. Some agencies have a staff of hundreds, while others have less than a dozen. Some deal with applications from huge corporations, like the gas companies, while others deal with appeals from individual citizens. Agencies also have accountability relationships through different ministries.

"Agencies have expertise in different areas of the law in which they make decisions, but they have much in common when it comes to the processes they follow," said Prial. Making those processes clear and consistent is one of the priorities of the unit and the Council. "For example, we want to ensure that no matter what agency you go to, large or small, you will be given information on how the process works, what is expected of you, what you can expect to happen, how long it will take, and if there is a cost."

The sector itself has recognized that it has common interests. The Society of Ontario Adjudicators and Regulators (SOAR) was formed in the 1980s, and it has led the way in such areas as procedural reform and shared training. Training is a key initiative because there are about 200 new adjudicators appointed every year to these tribunals.

The Public Appointments Secretariat (PAS) in Cabinet Office, which is responsible for recruitment and appointment of adjudicators, is co-leading a working group on appointments reform. "We are developing tools to improve how the process works," said Peter Allen, from PAS. "Tools like a new application package for prospective appointees and a template appointment agreement."

Richard Prial expects the next breakthrough in sector-building to come with the launch of a new data-driven digital network linking agencies. "We've long had a dream to link all these agencies interactively. Now there's the technology available and we have the go-ahead to do it. The content will be provided and updated by agencies. It's going to be exciting."

A Road Map to Prosperity, the 1999 report of the Ontario Jobs and Investment Board, urged creation of supportive environments and partnerships in communities, institutions, governments and businesses to build an innovation culture in the Ontario of the 21st century.

Alternative fuels. Interactive Digital Media. Biotechnology. Climate change. Scratch the surface of any major area of scientific research and development in Ontario, and you will find a growing network among governments, institutions, industries and communities.

Government is using its leverage to help build these networks, which are a key pathway for taking an idea or discovery from concept to laboratory testing, application, and potentially commercial product development.

In the OPS, 15 ministries participate in the Inter-Ministry Council on Science, Technology and Innovation. It provides overall leadership for collaborative initiatives and acts as an information-sharing forum. A recent example of its role as an umbrella group is the signing, on behalf of Ontario, of a Memorandum of Understanding with the National Research Council on federal-provincial cooperation.

Ministries are collaborating on a number of specific initiatives. For example, the Ontario Biotechnology Secretariat in the Ministry of Energy, Science and Technology is acting as a catalyst to bring partners together within the OPS and in the field.

"Biotechnology is in its infancy, and Ontario is building a strong foundation for growth in this area," said Walter Kushnir, Acting Manager of the Secretariat. "A major initiative is the creation of regional commercialization centres. Provincial funding is leveraging additional investment from other partners to grow these centres."

Three commercialization centres have been created to house start-up biotechnology firms from universities, hospitals, research institutes, and private industry. The centres will provide access to shared office and laboratory facilities, management and financial services, and administrative resources.

The Biotechnology Secretariat is building on the new relationship between the OPS Inter-Ministry Council and the National Research Council to encourage closer ties among the three provincial biotechnology commercialization centres and their networks in the life sciences and the federal Industry Research Assistance Program and its technical advisors working in Ontario. "We see them as a natural fit," said Kushnir.

The Secretariat is working closely with the Ministries of Economic Development and Trade and Agriculture, Food and Rural Affairs to promote Ontario outside the province as a centre for biotechnology research and development. The Secretariat is also involved in educational efforts to inform the public.

"Biotechnology is such a complex, emerging science. A lot of people only associate it with cloning sheep," said Kushnir. "Did you know that biotechnology was used to clean up the huge oil tanker spill in the ocean off Alaska a few years ago? We expect the commercialization centres in Ontario will yield biotech applications that will have international impact."

3 CONCLUSION: Moving to Customer-Centred Government

Working together - becoming more integrated is part of the OPS vision of a customer-centred government. Our vision is of an interconnected organization that provides quality service, is focused on its core businesses, is accountable for results achieved, and is continually learning and improving.

By taking the customer's point of view, we see that services that have traditionally been delivered in a fragmented way, ministry by ministry, branch by branch, become much more convenient and accessible for customers when delivered in an integrated way. Integration encourages greater synergy in creating new solutions. It fosters the efficient use of resources.

The integration message can be simplified this way: We are one organization, one public service, with one customer – the citizen of Ontario.

This framework has described several initiatives that demonstrate how staff working together are moving the OPS towards greater integration. We are at the beginning of this change process. Many of these initiatives have not yet had a chance to demonstrate their full potential benefits in strategic policy-making or integrated service delivery. But they will.

Here, we present some final thoughts or lessons we are learning on integration, based on comments contributed by many people in the OPS.

A Commitment to Change Integration is a process of change, and change is always difficult. It requires constant reinforcement. Backsliding to old ways of doing business comes easily.

A New Outlook Integration and working together requires a new mindset. That mindset replaces traditional notions of "my" job in "my" ministry with "we". We are members of the OPS who serve the citizens of Ontario.

Leadership Integration requires leadership and vision from the highest levels of the organization and within every integration exercise. It needs champions.

Flexibility Effective integration recognizes the different cultures within different ministries and uses processes that are flexible enough to adapt to those cultures.

Communications Integration is about building working relationships across organizational and sectoral boundaries. Working together requires consistent, open communication.

Accountability Accountabilities must be adapted to recognize cross-ministry roles and responsibilities.

Reward and Recognition People must be recognized and rewarded for interministerial work. If it is treated as an extra, it will end up at the bottom of the priorities.

Trust Partners have to find a common goal they can all work towards. They have to develop trust in one another.

Sustainability Integration requires building and maintaining relationships on the part of all. It cannot be sustained if only a few people buy in. And the connections must be continually renewed.

Challenges Integration creates interesting challenges for policy and service delivery, which in turn attracts creative people. Integration's greatest advocates are people who have experienced success in "working across".

4 Facilitation Questions

Use the information in this report and these questions to begin your discussions on how we can build an integrated organization.

1. What did you find to be the most interesting ideas or pieces of information in this Framework document?

2. What are some examples of how your organization is working together in a more integrated way?

3. What ideas do you have for working in a more integrated way within your division, your ministry or across ministries?

4. How will we know when we are becoming a more integrated Ontario Public Service? What are the indicators that we have become a more integrated organization? How will we be working together differently?